



Public Archives
and Records Office

PO Box 1000, Charlottetown, PE C1A 7M4
Tel: (902) 368-4290 Fax: (902) 368-6327
E-mail: archives@gov.pe.ca

Credit and Citation of Material

Please credit the Public Archives and Records Office when publishing or displaying images from our collection: this allows others to find the material you have used. A proper citation includes the name of the institution and the reference number for the material. For example:

Public Archives and Records Office of Prince Edward Island, Acc1234/1

Public Archives and Records Office of Prince Edward Island can be abbreviated to PAROPEI if it is being used more than once. The reference number you will need for a citation is in the file name of electronic records we provide.

Deposit of Material in Other Repositories

Please do not give copies of records we provide to other repositories such as archives and libraries without written permission from the Public Archives and Records Office.

Copyright in Material

The Public Archives and Records Office collection contains published and unpublished material, some in the public domain, some under copyright. Material in the public domain is free from copyright restrictions. Copyright gives copyright holders certain rights regarding the use and reproduction of their material for a set period of time as laid out in the *Copyright Act* (Canada).

If the Public Archives and Records Office holds copyright in the work, it can provide copyright clearance for its use. However, it should be noted that the Public Archives and Records Office does not hold copyright for all works in its collection. Where it does not, information regarding copyright holders may be provided if known.

Any use of copyrighted material not in keeping with fair dealing as established by copyright law (i.e. certain activities related to research and private study, education, parody or satire, criticism or review, and news reporting) may require the authorization of a copyright owner. The researcher is responsible for all questions of copyright that arise in the use of copies.



City of Charlottetown

Development Plan and Strategy

Planning for the Twenty-first Century

Prepared for the City of Charlottetown
by the Town Planning Advisory Board and
the Charlottetown Area Regional Planning Board

Adopted by Council
June, 1987



CITY OF CHARLOTTETOWN
CHARLOTTETOWN
PRINCE EDWARD ISLAND

This new City plan has been prepared under the direction of Council by the Town Planning Advisory Board with input from many of our citizens, business people, elected representatives, City staff and professionals active in the field of planning. This carries on a long tradition. Since its inception our City has been a planned one. Beginning in 1768 with the Charles Morris plan, which was superseded by that of Thomas Wright and Governor Walter Patterson a short time later, these plans reflected a vision of the City which has stood the test of time. Some parts of this legacy, now more than 200 years old, still form a viable basis which my Council intends to capitalize on in the years to come.

Although much broader in its scope this plan, the second one for the City within the past decade, is also intended to provide a vision and practical framework for key municipal decisions over the next number of years. It will, we believe and hope, provide us with direction in taking the initiative to see some of the major opportunities which exist in Charlottetown realized to the benefit of our citizens, those of the region and, to some extent, the Province.

Charlottetown is the capital of the Province and we hope that our efforts will be supported by all who live here, work here, spend leisure or shopping hours here, along with the many thousands who visit us each year. There is much to do, but the past has left us a solid base on which to continue to build for the future.

In the years to come, if we are successful, our City will be even more beautiful, functional and prosperous than it now is. I join my Council in congratulating all of those who participated in preparing this Plan and invite continuing involvement as the process and events unfold.

John E. Ready
John E. Ready,
Mayor

This plan for the City, now adopted, is the result of many hundreds of hours of work by a large number of people and, as Chairman of the Town Planning Advisory Board I extend our thanks to all who took part.

The resolution of Council which enabled us to begin this work was passed with a view to building on the City planning process begun twelve years ago under Mayor Frank Zakem and his Council continued under Mayor Frank Moran and his, and continuing under Mayor John E. Ready and my fellow Aldermen.

At the time that the preparation of this Plan was undertaken the Town Planning Advisory Board was ably chaired by Alderman George MacDonald whose Board spent many hours discussing the current issues in the City. The review process was continued by the present Board which was appointed in January 1987.

The technical organization of the process was coordinated by the Boards principle professional advisor, Kingsley Lewis, MCIP, the Executive Director of the Charlottetown Area Regional Planning Board and Director, Regional Planning for the Province. Following Council's approval of the review he acted as Chairman of the Technical Advisory Committee which included our Development Officer Harry Gaudet and Dennis Friesen, Director, Community Planning for the Province. The City applied for and received financial cost sharing assistance from the Province which enabled us to engage consultants for some parts of the review. Our City staff assisted and commented on various proposals as did my Board and Council. An early draft was taken to approximately twenty-five organizations groups, and elected representatives and meetings held to receive their comments. In addition many valuable contributions which were taken into account prior to final approval, were received during the public meeting held prior to final drafting of the Plan.

We are confident that this process has led to a Plan which has general support and look forward to continuing to receive this valuable input as the plan is implemented or amended as circumstances warrant. If we are able to achieve the changes we are seeking in a planned and coordinated way we believe we will have taken another important step in the process of ensuring that the City remains a vital part of the life of the Province.

Irene Rogers
Irene Rogers
Alderman and Chairman
Town Planning Advisory Board

TABLE OF CONTENTS

Foreward

Acknowledgments	<u>PAGE</u>
1. Introduction	1
2. The City Economy	3
3. Residential Development	5
4. General and Highway Commercial and Industrial Development	8
5. Downtown Development	11
6. Waterfront and Port Development	14
7. Heritage Resources	16
8. Transportation	19
9. City Design and Amenity	25
10. Signage	29
11. Community Services	32
12. Recreation and Parks Development	34
13. Primary and Secondary Education	39
14. Regional Cooperation	41
15. Implementation and City Administration	44

MAPS (bound in back)

1. Existing land use (1985)
2. Areas for Future Residential Development
3. Parkland and Recreational Facilities
4. Transportation
5. Development Concept

FOREWARD

Development is the process of change. It is constant, pervasive and inevitable. Like all communities Charlottetown is a developing organism. As a municipal institution it is shaped by external forces, physical structures and political will, both internal and external. It also makes a contribution to shaping the lives of its residents, those who work in it and those who visit it to enjoy its quiet splendour.

Charlottetown is not only the regional urban centre for half of the population of Prince Edward Island, it is also in the company of the twelve other cities in Canada which are capital cities. As well it is the cradle of Confederation, the place where the Fathers of Confederation met in September 1864 to forge what became Canada. There is little surprise and no apology needed for Charlottetonians to take pride in the City's best and an interest in its future.

This is the second of the recent plans for the continuing development of Charlottetown. Its predecessor, adopted in 1980, was intended primarily to provide the policy backdrop for a new zoning and development bylaw. In this it succeeded. Its secondary purpose was to provide an initial statement of general development policy.

This plan continues the tradition of being a basis for continued regulation of physical development in the City. As importantly however it is also a statement of the City's aspirations in development over the next number of years and a public declaration of Council's interest and strategy in achieving them. The opportunities for sensible and sensitive development are significant and in order to ensure their development to the optimal benefit of City residents and those of the region and the Province, Council has declared that it will become more proactive than has been the case in the past. While this may mean some initial investments in physical and human resources the dividends in terms of livability and revenue to provide services to people and property are potentially considerable.

The City exists as the largest and most senior municipality in the context of a complex web of municipalities which, together, make up the Charlottetown Region. The interdependence which this institutional system has created makes it important that links to other municipalities be created or strengthened to enable regional initiatives to be consistent and beneficial. If this can be achieved the area will develop into a regional community which is more than the sum of its parts. If this plan can provide a part of the bridge to enable the linking needed it will have done a service to the City, the Region and Province as a whole.

Plans that are not kept up to date can, over time, become as much a hindrance as a help. This plan is no exception; its content should be reviewed as circumstances change and amended accordingly to ensure that its usefulness is ongoing. The establishment of an expanded planning capability in the City's administration would assist in this and, over time, ensure that plan review is an ongoing process rather than a periodic event.

It has been both a personal and professional privilege to have been intimately involved in the planning of Charlottetown over the past decade. My role as director of the process which led to the preparation of this Plan has been made a much easier one by the high degree of interest, enthusiasm and cooperation from all those who participated. My hope is that the City will be well served by this development plan as a guide for Council activities over the years to come.



Kingsley Lewis, MCIP

A C K N O W L E D G E M E N T S

MEMBERS OF COUNCIL (1984-86)

Mayor

Francis J. Moran

Aldermen

John E. Ready George MacDonald
J. Edward Rice Richard Brown
Bruce MacIsaac Peter Kays
John Squarebriggs Maureen Hutcheson
Patrick Murnaghan Jack Johnston

MEMBERS OF COUNCIL (1987-89)

Mayor

John E. Ready

Aldermen

J. Edward Rice Darryl Flanagan
George MacDonald Jim MacTague
Irene Rogers Ian MacDonald
Peter Kays Sibyl Cutcliff
Clifford Lee Richard Brown

CITY OFFICIALS

City Administrator - John Butler
Office Manager - Carl Bradley
Development Officer - Harry Gaudet
City Engineer - Edwin Smith, P. Eng.
Recreation Director - Phillip Handrahan
Chief of Police - Charles Ready
Fire Chief - William Connolly

TOWN PLANNING ADVISORY BOARD (1984-86)

Chairman

Alderman George MacDonald

Aldermen Members

Maureen Hutcheson Jack Johnston
J. Edward Rice

Members

Don Burns Irene Rogers
Keith MacKinnon Gordon Wellner
Doug Cameron Gerald Johnston
Robert Younker Hesta MacDonald
Ted Reagh

Ex Officio Members

Maritime Electric - John Gaudet
Island Tel - Don Livingstone
Charlottetown Water Commission - Reagh Clark

TOWN PLANNING ADVISORY BOARD (1987-89)

Chairman

Alderman Irene Rogers

Aldermen Members

J. Edward Rice Clifford Lee
Richard Brown

Members

Don Burns Barbara Rhodenizer
Stella Howatt Tom Cullen
Heather Griswold Peter Norton
Gordon MacKay Peter Steel
Gerald Johnston

Ex Officio Members

Maritime Electric - John Gaudet
Island Tel - Don Livingstone
Charlottetown Water Commission - Reagh Clark

HERITAGE REVIEW BOARD (1984-86)

Chairman

Kirsten Connor

Members

Irene Rogers Danny Tweel
Brian Gillis Alderman Bruce MacIsaac

HERITAGE REVIEW BOARD (1987-89)

Chairman

Alderman Irene Rogers

Members

Clive Cudmore Dean Shaw
Roger Perry Brian Gillis

CHARLOTTETOWN AREA REGIONAL PLANNING BOARD

Chairman - J. Earle Arsenault
Executive Director - Kingsley Lewis MCIP

DEPARTMENT OF COMMUNITY AND CULTURAL AFFAIRS

Director, Community Planning - Dennis Friesen, MCIP
Research Planner - Roy Mutter
Planning Technicians - Sandy Foy, Don Walters,
John Berry, Wayne Corrigan, Alfie Wakeli

CONTRIBUTING CONSULTANTS

Cleland Dunsmuir - Michael Cleland, MCIP
Maritime Resource Management Service - Nancy
Vanstone, MCIP
Curry, Curry and Associates - John Curry, MCIP

In the course of preparing this plan many organized groups, government departments and individuals made important contributions by way of comments, suggestions and observations through interviews and meetings both private and public. Their assistance is acknowledged with thanks.

1. INTRODUCTION

Development is the process of change. As such it is inevitable and constant. The inevitability of change does not, however, mean that it is not subject to shaping and planning for it. In fact the inevitability of change makes the case for planning for it both necessary and desirable.

Charlottetown came into being as a planned City and several of the legacies of the early planning are in evidence today. These include Queen's Square, the four civic Squares, Victoria Park, Government House, the City core and most of the street pattern south of Euston Street. In the nineteen sixties the City adopted it's first zoning bylaw and in it a zoning map which for a time acted as a plan. In 1976 work commenced on a new plan for the City. This was adopted in 1980 after considerable discussion. In 1985 the decision to review the 1980 plan was made by Council and this plan is the result the process established for and during the review.

In several respects the City is at a crossroads. Although it remains the largest municipality in the region and the Province it's population share of the region is now about one third, as opposed to 70% in 1961. The growth of the surrounding municipalities, and with this the emergence of significant amounts of industrial and commercial development in the suburban communities, has also seen, and naturally so, the decline of these functions in the City. This development pattern has been matched, however, by significant and productive revitalization efforts in the core and waterfront areas and in the older residential neighborhoods as well, which have maintained the tax base of the City in reasonably good condition. The challenges of continuing to develop and redevelop, to adopt and forge new roles and functions will probably quicken over the next decade. While the City's finances are currently sound it must also be recognized that the demands for City funded services are greater than for any other municipality in the region. This is not, therefore, a time for complacency.

The City's ability to respond to these needs and demands is dependent in large measure on the health of the regional and Provincial economies and in particular to those parts which are in the City since this is where the physical plant that fuels the City's largest source of revenue, the property tax, is located. It seems clear that some of the components that have driven the City's economy in the past 15 years ^{or so} are spent, static or declining. This makes it mandatory that new initiatives or opportunities be identified and existing ones capitalized on further. This implies a willingness to accept that change is going to occur, to adapt to it and, where possible, to turn it to advantage. This is the central thrust of this plan.

Unlike its predecessor this plan is not directed mainly to matters of regulating development as it is proposed. Although regulation will continue where necessary or desirable, this plan reflects a conviction on the part of Council that, as a body corporate, it should take a more active role in assessing trends, setting development objectives and pursuing them in a positive sense. In this it will enlist the support and energy of it's citizens, organizations, both local and regional and other governments at all three levels in a coordinated effort to realize the plans objectives.

The second main difference between this document and the 1980 Plan is the inclusion of sections on strategic or corporate planning, along with suggestions respecting the agencies who would take the lead roles in implementing the policies in the plan.

Implementation of a plan of this type will require not only resolve, good will and the desire to succeed but also the resources both financial and institutional to make things happen. This means, for example, an initial investment in additional professional and technical capability to assist Council and other groups and agencies

in developing information, detailed action plans for implementation through investment and persuasion and while this requirement is not substantial it is necessary if this plan is to succeed. Success, in this day, requires current information, the ability to assess, decide, and take action relatively quickly and to make adjustments to the plan as circumstances change. Without these abilities a plan can quickly begin to impede rather than assist.

2. THE CITY ECONOMY

Introduction

The City's economy is part of that of the Charlottetown region. Because of the role and function of Charlottetown as the capital of the Province and the supplier of some Province wide service functions, it is also strongly linked to the fortunes of the Provincial economy as a whole.

Within the regional economy, the studies undertaken in preparing this plan identified a number of principle assets or functions of the City economy. This information was used to develop a scenario of where the City's economic prospects will probably lie in the future. It is to be noted that some of the driving forces of the City economy in the past fifteen years or so have been largely spent. The future is therefore dependent upon new initiatives and opportunities being capitalized on and weaknesses being mitigated to the extent possible. A significant portion of the City's future short-run prospects is dependent on decisions made outside traditional areas which the Council has operated. However in this respect Council can play a significant role in influencing the decisions of others both within and outside of the Province.

The first step in the process is to identify the major economic development opportunities which exist and should be activated or continued. Council believes that the following unprioritized list contains the major development thrusts in the City which should be pursued:

1. Continued revitalization of the downtown commercial area.
2. Continued redevelopment of the waterfront and the potential of the port.
3. Tourism and the development of the heritage resource within the City.
4. Highway commercial development.
5. Development of the potential role of UPEI and Holland College as generators of export and domestic ventures
6. Residential opportunities involving the development of the remaining larger parcels of residential land, residential infilling and redevelopment of selected areas for residential purposes including senior citizens developments.

The successful development of these initiatives will require the marrying of many talents and resources and the cooperation of several groups and organizations. Senior Government financial participation is virtually mandatory and obtaining this will be a high priority for Council. The case for the importance of urban areas generally, and the Charlottetown region in particular, in economic development, and the contribution made by it to the economic progress of the Province needs to be well recognized and understood.

Objectives

The objective of Council is:

1. To improve the economy of the City and the region through the reasonable exploitation of development opportunities.

Policy

Strategy

Lead Agencies

It is the policy of City Council:

2.1.0 To promote and otherwise support the continued development of the economy of the region and the City and to focus on, within the City;

- a) the continuation of revitalization of the downtown commercial area;
- b) redevelopment or revitalization of the waterfront and port;
- c) tourism and the development of the heritage resource;
- d) highway commercial development on University Avenue between Euston Street and Belvedere Avenue;
- e) development of the potential role of UPEI and Holland College as generators of export and domestic ventures.
- f) residential opportunities including the development of the remaining larger parcels of residential land, residential infilling and redevelopment of selected areas for residential purposes including senior citizens developments.

2.2.0 To actively seek an Agreement with the Provincial and Federal Governments focussing on assistance to capitalizing on the major economic development opportunities located in the City.

2.1.1

- a) See Downtown Commercial Development Section;
- b) See Waterfront and Port Development Section;
- c) See Heritage Resources Section;
- d) See General and Highway Commercial Industrial Development Section;
- e) In cooperation with UPEI, Holland College and the Province prepare a statement of potential opportunities linked to UPEI and Holland College;
- f) See Residential Development Section;

2.2.1 In consultation with CARPB, CADC and Chamber of Commerce prepare a submission to the Province in support of an urban development sub-agreement under ERDA;

2.1.2

e) Council

2.2.2 Council

3. RESIDENTIAL DEVELOPMENT

Introduction

Charlottetonians take considerable pride in the quality of the residential neighborhoods in the City. With some exceptions the housing stock is in good condition. The response to the Neighborhood Improvement Program (NIP) and the Residential Rehabilitation Assistance Program (RRAP), for example, has been excellent and substantial public and private investments have been made with noticeable results.

The City has a decided stake, both financial and otherwise, in stabilizing its residential areas and ensuring that they receive protection from incompatible uses and developments. In this regard the City will use zoning to assist in providing assurance that investments in residential upgrading and new construction are protected to the extent possible.

Within the City there is a supply of raw land available for new housing. Currently, this amounts to approximately 70 acres, which at low density single family equates to about 350 lots. This land base, however, is limited and ever diminishing and with the completion of the Maryfield area and Westwood subdivision the raw land supply, and therefore traditional single family lot development capacity, will be limited to the parcels north of Charlotte Drive and on the west side of North River Road north of Queen Elizabeth Park.

There are a substantial number of undeveloped or underdeveloped lots in the City and Council will encourage their development, recognizing that these transactions are properly within the private sector and that Council's role in this regard will be to facilitate rather than initiate.

The City also has relatively high proportions of single parent and low income households in comparison to the balance of the Region. Council's intention is to continue to seek means of enabling construction, revitalization and upgrading of housing for these groups. This is an area for

innovative and imaginative approaches to providing this housing.

There are several areas within the City where redevelopment opportunities exist, or would exist provided land can be assembled and developed with a reasonable rate of return to the developer. In particular redevelopment of such areas will provide the City with an opportunity to solicit senior government assistance in continuing to develop senior citizen's units in good locations close to shopping and services. This represents not only a means of satisfying the demand for this type of housing in a City where almost one quarter of the residents are sixty five years of age or beyond, it also represents an economic opportunity for the City to capitalize on.

Objectives

The objectives of Council are:

1. To ensure that the City's residential areas remain viable and, to an increasing degree, stable places for living and investment.
2. To ensure a steady supply of good quality, new or upgraded housing of a variety of types.

Policy

Strategy

Lead Agencies

It is the Policy of City Council:

3.1.0 To define residential areas and standards including the protection of existing residential areas from encroachment by incompatible uses.

- 3.1.1 a) Zoning bylaw, including provisions dealing with non conforming building and land uses.
- b) Develop a list of existing incompatible properties or land uses within residential areas and, according to priorities established by Council, to:
- i) Promote the relocation of existing incompatible uses to suitable sites.
 - ii) Subject to the availability of funds to acquire, on a selective basis, incompatible properties or development rights and promote the redevelopment of these sites for uses compatible with residential use.

3.1.2 Council

3.2.0 To encourage the development of the large remaining tracts of land for low to medium density housing.

3.2.1 This is predominantly a private sector initiated activity. Council's existing Subdivision policy along with Public Utility Commission regulations will remain unchanged for the present. A subdivision bylaw will be adopted by Council to formalize standards and sub-division approval processes. Council may initiate, continue to respond to requests to discuss design standards with owners and developers.

3.2.2 Private sector Council

3.3.0 To encourage the infilling of vacant lots, provided minimum standards are met.

3.3.1 In cooperation with property owners, and with their consent, prepare a list of potential infill lots for distribution to the real estate industry. Contract zoning and design assistance may be necessary to implement this opportunity.

3.3.2 Council

3.4.0 In harmony with the existing scale of surrounding areas, to encourage residential development and redevelopment in the area surrounding the downtown area, but generally excluding redevelopment in the historic conservation area.

3.4.1 a) Identify prospective sites for redevelopment and assist in the assembly of land for resale to the private sector for redevelopment or government agencies for family and senior citizens housing.

b) Permit off-lot parking and promote multi storey parking for residential purposes.

3.4.2 Council
CADC

3.5.0 To acquire lands for social, family and senior citizens housing with priority being given to sites in proximity to the downtown commercial area.

3.5.1 a) Undertake a study of potential sites.

b) Negotiate with the P.E.I. Housing Corporation and CMHC to raise the land price component of maximum unit prices and increase density within the existing scale of the City for housing which these agencies assist.

3.5.2 Council

3.6.0 To encourage the revitalization of the City's housing stock.

3.6.1 Negotiate with the P.E.I. Housing Corporation and CMHC to continue or improve support programs for revitalization of housing.

3.6.2 Council

4. GENERAL AND HIGHWAY COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Introduction

Over the past several decades industrial activity in Charlottetown has declined as many existing or new activities have located elsewhere in the Charlottetown region, particularly in West Royalty, Sherwood and Parkdale. This shift from traditional industrial locations is much the same as the pattern which has emerged in other metropolitan areas.

The largest concentration of land suitable for future industrial activity is located on or near the waterfront. Because of the physical and social structure of the City there is little opportunity for heavy industrial activity which would not have marked detrimental effects on surrounding business and residential areas or on the realizing of new opportunities. Some of these activities will naturally flow to surrounding municipalities which have the capacity to properly handle such development. The waterfront area may have, however, the potential for port related light industrial development, provided access is provided via the waterfront section of the perimeter arterial which is outlined elsewhere in this plan.

Over the past two decades or so University Avenue has emerged, along with parts of the Trans Canada Highway in West Royalty, and St. Peters Road in Parkdale and Sherwood as the region's predominant highway commercial areas. The continued development of University Avenue as the predominant highway commercial area in the City, and the region, is desirable and will be given a higher priority than other areas such as Grafton Street, the other main entrance into the downtown commercial area which is more predominantly industrial and residential. This strategy will not only concentrate highway commercial activity to advantage, and create a stronger commercial sector, it will distinctive entrances to the city, and the downtown area. Finally, it will provide more flexibility

in designing a new entrance into the City when the time comes, probably in the early 1990's, to accommodate a new bridge across the Hillsborough River.

The presence of convenience stores in residential areas is a tradition and one which seems acceptable to most residents. These stores will continue to form a part of the neighborhood mix and to ensure their viability proposals for additional ones will be carefully examined at the application stage to determine the need for them and their impact on the surrounding area.

Objectives

The objectives of Council are:

1. To locate industrial development in areas where conflicts with surrounding uses will not exist.
2. To concentrate highway commercial uses in selected areas.

Policy

It is the Policy of City Council:

4.1.0 To promote and encourage establishment and expansion of suitable commercial activities with particular emphasis on highway commercial infill activities on University Avenue between Euston Street and Belvedere Avenue.

4.2.0 To identify areas in the City and promote and encourage the establishment and expansion of suitable industrial activity in the region and the City with particular emphasis on continued development of the port of Charlottetown.

Strategy

4.1.1 a) Zoning bylaw and in particular to limit new highway commercial activity to ensure fronting on University Avenue between Euston Street and Belvedere Avenue.

b) Promote the formation of an organization with responsibility for development and implementation of a marketing strategy for highway commercial activities located on University Avenue.

c) Prepare a detailed improvement plan for University Avenue.

4.2.1 a) Zoning bylaw and in particular to set standards and define industrial areas to:

a) ensure that effluents of all types are within acceptable limits;

b) ensure adequate and safe access/egress.

c) Mitigate any additional negative impacts on surrounding areas.

d) discourage noxious industries.

b) Determine and promote the industrial potential of the port in conjunction with development of the waterfront.

Lead Agencies

4.1.2 Council

4.2.2 Council

4.3.0 To avoid or mitigate conflicts between commercial and industrial activities and other types of development.

4.4.0 To discourage commercial development in residential areas except the establishment of small local convenience stores in areas which require them.

4.3.1 a) Zoning bylaw

b) Prepare an improvement plan for the Jordan Crescent area

4.3.2 Council

4.4.1 Zoning bylaw with particular emphasis on showing need for convenience stores prior to their approval.

4.4.2 Council

5. DOWNTOWN DEVELOPMENT

Introduction

Until the early 1960's the Charlottetown downtown area was the clearly dominant retail and service area in the region. Changes in the settlement pattern to a more suburban one, and increased disposable incomes, combined to decentralize retailing to a significant degree. The downtown revitalization efforts undertaken in the 1970's, along with other actions, in large measure prevented the demise of the downtown area as a main commercial focus of the region.

The challenge for downtown is to continue the revitalization and adjustment process in order to emerge, not only as a more direct competitor to the decentralized shopping centers of the region, but as a unique mixed use attraction and economic entity which emphasizes and capitalizes on its strengths as well as mitigating weaknesses. These emerging strengths, coupled with decisive action to improve access, parking and circulation and the physical structure of the area, include providing specialty upscale retailing, and maximizing the functions of being the government and office centre, the entertainment and cultural centre, the professional and service centre, a major tourism destination in its own right, and, within limits, a residential area.

This will require a concerted public and private effort to succeed. The Council's main role in this process is to use its regulatory powers and fiscal resources in well considered actions in the next number of years. To this end the establishment of a defined downtown area to concentrate certain activities within this area is required.

This action will also provide a framework for investment in other parts of the City, but particularly in areas close to, but outside, of the downtown area.

There is a practical limit, however, to what Council can do to assist downtown and in the marketing of the area the owners of properties and operators of businesses must lead. The City's role in this regard will be to assist, to the level it can, in organization and contact with the Provincial and Federal Governments.

Objectives

The objectives of Council are:

1. To ensure that the downtown commercial of the City remains a vital, viable and strong centre and the focus of the City, region and Province in selected activities.

Policy

Strategy

Lead Agencies

It is the policy of City Council:

5.1.0 To assist in implementing downtown revitalization by defining a compact downtown area.

- 5.1.1 a) Zoning bylaw will designate a specific, unique, and compact area and deal with, at least, land use mix, building mix, heritage considerations, density, yard requirements, bulk and height of buildings and parking.
- b) Seek an anchor store or stores which in combination act as an anchor.
- c) Discourage residential use at ground level.

5.4.1. Council
CADC

5.2.0 To permit mixing of commercial and residential land and building use in the downtown area except at ground level.

5.2.1 Zoning bylaw will permit residential development, where compatible with specific commercial uses, to locate on second storeys and above.

5.2.2 Council

5.3.0 To promote the development of the downtown area with emphasis on office, upscale specialty retail service, general commercial, tourism, entertainment and cultural uses.

5.3.1 a) Zoning Bylaw

5.3.2 Council

5.4.0	To seek means of reinforcing the commercial link between Confederation Centre and the CP Hotel and Convention Centre.	5.4.1	Meet with property owners; prepare specific improvement plan	5.4.2	CADC
5.5.0	To establish and promote a series of downtown festivals and cultural events and to support existing ones.	5.5.1	a) Examine the feasibility of using Grafton Street during the summer months to stage specific events. b) Explore the feasibility of similar activities in connection with the Charlottetown Winter Carnival.	5.5.2	Council
5.6.0	To improve access to the downtown area.	5.6.1	See Transportation Section	5.6.2	-
5.7.0	To improve parking, and traffic circulation in the downtown area.	5.7.1	See Transportation Section	5.7.2	-
5.8.0	To accelerate the public works programs in downtown.	5.8.1	Prepare a specific works plan involving burial of overhead wires, tree planting, street furniture and so on.	5.8.2	Council
5.9.0	To promote the preparation and implementation of a downtown marketing plan.	5.9.1	Request that the Downtown Business Association prepare a downtown marketing strategy including, but not limited to: - improved market research - unification of business hours - joint advertising and promotion - storing and services mix plan	5.9.2	Downtown Business Association

6. WATERFRONT AND PORT DEVELOPMENT

Introduction

To early visitors Charlottetown's image was focussed from the water, rather than the land, side of the City, since, at that time, water was the main means of transport of any substantial distance. Over time the development of other modes of transport has tended to lessen this, although the waterfront remains the point of contact for shippers, pleasure boat passengers and, to a limited and recently declining extent, cruise ship tourists.

As was the case in nearly all maritime centers the waterfront's decline in economic importance heralded a decline in its physical appearance. A recent hallmark of change occurred in the mid 1970's when the Harbourside project was undertaken by CADC. This not only changed the appearance of the area, it provided a stimulus and anchor for further development in the area, including the CP Hotel and Convention Centre, and the revitalization of Water and Great George Streets. It also created a potential link with Confederation Centre along Queen Street.

Although there are a large number of owners of property adjacent to the water from the Queen Charlotte Armouries east to the Hillsborough Bridge the area is dominated by the under-utilized lands in the possession of the CNR. The acquisition of these lands is the key to the continued development of this area. To this end CADC has prepared a master concept plan which has received City and regional approval-in-principle and initiated discussions on land acquisition.

Continued redevelopment of the waterfront represents a major development opportunity which can only be capitalized on with private sector and senior government assistance. A high priority in redevelopment of this area is the construction of the waterfront section of the perimeter arterial which would not only open these lands for redevelopment, but also provide the necessary new entrance to the downtown commercial area.

Development of the waterfront, including the port, a waterfront park and marina in the west and mixed development in the east, should proceed on a comprehensive basis. To foster this Council will define a waterfront development area extending from Queen Charlotte Armouries to the Hillsborough Bridge and south of the existing residential areas of this part of the City. A high priority will be given to the construction of a civic square at the foot of Great George Street to provide a significant pedestrian oriented access to the waterfront and anchor the heritage link between Queen's Square and the waterfront.

Objectives

The objective of Council is:

1. To continue the redevelopment of the waterfront as a mixed development, in general agreement with a waterfront master concept plan.

Policy

It is the policy of City Council:

6.1.0 To define a waterfront comprehensive development area

6.2.0 Based on a concept plan for the waterfront area, to prepare, approve and implement detailed plans in the waterfront comprehensive development area.

Strategy

6.1.1 Zoning bylaw will define the area and detail the standards for development of it.

- 6.2.1 a) Zoning bylaw will detail the approval process
- b) A key element in this process is the acquisition of the CNR lands for redevelopment including but not limited to construction or utilization of:
- i) the waterfront section of the perimeter arterial.
 - ii) a civic square at the foot of Great George Street
 - iii) a waterfront park and marina
 - iv) the former CNR train station.

Lead Agencies

6.1.2 Council

6.2.2. Council
CADC

7. HERITAGE RESOURCES

Introduction

Charlottetown is the "Cradle of Confederation", the Provincial Capital and the site of a large number of good examples of historic buildings and streetscapes. Much of the result of the original plan for Charlottetown exists, Queen's Square, the four squares and the original street pattern and lotting being examples. This provides not only a fine historical and cultural setting, but properly developed, a very significant economic opportunity. This is now under detailed study by a steering committee organized by the Charlottetown Area Development Corporation (CADC).

Some years ago the Council of that day, through its Zoning and Development Bylaw, created the Heritage Review Board to advise on certain matters, designated historic buildings and created a heritage conservation area. These actions have served the City well and will be continued with one addition. This addition will be the identification of specific streetscapes of special significance and the development of plans for their enhancement.

Objectives

The Objectives of Council are:

1. To retain or improve upon the physical heritage in the City.
2. To develop the City's heritage resources as social, physical, cultural and economic opportunities.

Policy

It is the policy of City Council:

- 7.1.0 To recognize the importance of the heritage of the City as an economic resource, a basis for the cultural well being of the City and the Province and the important role which the physical environment plays and will play in the continued development of this resource.
- 7.2.0 To designate and regulate historic preservation areas, specific heritage buildings and specific heritage streetscapes.
- 7.3.0 To continue the Heritage Review Board in an advisory role to Council.

Strategy

7.1.1 Detailed below

- 7.2.1
 - a) Zoning bylaw will define historic preservation areas, specific heritage buildings and streetscapes and define standards for development.
 - b) Confirm the heritage property list in Appendix "A" of the 1979 Zoning Bylaw. Instruct the Heritage Review Board to review the list and report with recommendations, to Council. The existing list will be continued until that time.
- 7.3.1
 - a) Zoning bylaw will detail the structure, mandate and operation of the Board.
 - b) Extend the responsibility of the Board to include identification streetscapes and preparation of improvement plans for them for Council approval.

Lead Agencies

7.2.2. Council

7.3.2 Council

7.4.0 To develop and implement a detailed plan for increasing the economic impact of the City's heritage.

7.4.1 A heritage resource study is underway. Council will review the study upon it's completion.

7.4.2 a) CADC
Council

7.5.0 To promote the development of a Provincial museum to be located in the City.

7.5.0 Approach the Department of Community and Cultural Affairs, and P.E.I. Museums and Heritage Foundation to discuss the matter. If successful instruct the Heritage Review Board to prepare a specific proposal for Council approval.

7.5.2 Council

8. TRANSPORTATION

Introduction

The City contains, or is close to, all four modes of transportation of people and goods including road, rail, air and water. The road system, which provides for access to property and between points within the City and beyond, is well developed except in terms of providing access to the downtown commercial area and the waterfront. Council will make every effort towards completion of two major improvements in this regard. First is the construction of the waterfront section of the perimeter arterial and second is the widening of part of University Avenue.

Improved access to the downtown commercial area will not, however, solve two associated problems in this area. First, parking of vehicles must be provided for and second circulation must be improved. The importance of meeting these requirements cannot be over emphasized in an area whose market extends to include not only the region but the Province as a whole. The magnitude of these projects and their linkage to the City, Region and Provincial economic and transportation systems warrants senior government financial participation.

Currently it is the policy of the City through regulation that parking must be provided by developers. The current parking standards, which are a minimum, could result in the devotion of approximately 40-60% of the commercial land area to parking. Because of Council's desire to increase the viability of the downtown area it will explore two alternatives to this.

First it will encourage reevaluation of the prospect of a transit system within the region, in cooperation with other municipalities, and of sufficiently high service level to attract in its ridership a high percentage of downtown employees as well as shoppers. A second avenue to be explored is for the City to assume the responsibility, on at least a partial cost recovery basis, for providing parking in additional parking garages within the downtown commercial area. Developer provided parking will continue to be required for the balance of the City.

Vehicle circulation is recognized as a significant component of the transportation problem. To resolve this the proposals for intersection and other improvements of the Charlottetown Area Regional Transportation Plan will continue to be implemented over time. The City will also increase its enforcement of parking meter violations and ensure that the meter fees are in line with parking garage fees. The cooperation of the downtown business community will continue to be sought to ensure that long term meter parking by downtown employees is checked.

Within the street system in the City lies most pedestrian movement. For reasons of cost and declining numbers of pedestrian movements the effectiveness of the present sidewalk system as a means of moving people has declined. The City will examine this with a view to creating a sidewalking plan to ensure, within its means, access to the main parts of the City by pedestrians.

The need for regular replacement of streets is of concern to residents of the City. To move towards a solution to this problem Council will classify the streets in the city according to their function as arterials, collectors and local streets. Council will work toward the development of a street upgrading plan for the City. As well truck routes will be designated to minimize damage to streets and disruption in residential areas. Should it become available, Council will attempt to acquire the CNR right-of-way for development in the long term, if required, to provide additional access to the downtown and waterfront areas. In the short run Council will approach surrounding communities to determine their interest in developing the CNR right-of-way as a joint recreation corridor.

Although it is not located in the City the region's airport is of considerable benefit to the City. Convenience in travel for both people and goods is an asset which must be maintained if the City and region are to remain competitive. Fortunately, there is a first class air facility located

close to the City. The concerns and interests of the City will be carried forth through the Airport Consultative Committee which has been established by Transport Canada and on which the City is represented.

The future expansion of the potential of Charlottetown is an open question. Council will, however, continue to maintain an active interest in it's development, particularly in connection with the redevelopment of the waterfront area generally.

Objectives

The Objective of Council is:

1. To ensure that the transportation system, in all its modes, functions efficiently and safely to move people and goods within the City, and to provide linkages within the region and Province, and beyond.

Policy

Strategy

Lead Agencies

It is the Policy of City Council:

8.1.0 To continue to endorse the intent of the Charlottetown Area Regional Transportation Plan and, in particular to:

- a) ensure additional access to the waterfront and downtown areas;
- b) develop and implement a plan to improve University Avenue between Euston and Allen Streets; and
- c) complete the traffic circulation improvements contained in the plan.

8.2.0 To adopt parking standards which may vary according to building and land use and location within the City. In particular it is Council's policy to review the present requirement of parking within the downtown commercial area of the City with a view to the City assuming responsibility for parking within this area through the construction of parking structures in or near the downtown area with capital and maintenance costs to be recovered through a combination of taxation from additional assessment, additional tax levies on benefitting properties and senior government grants.

8.1.1 Continue discussions with Province of P.E.I. through the Minister of Community and Cultural Affairs, and the MP and MLA's representing the City, to promote implementation of the projects noted.

- 8.2.1 a) zoning bylaw
- b) undertake a financial impact study of implementation of this policy

8.1.1 Council
CARPB
CADC

8.2.2 Council
CADC
Downtown Business
Association

8.3.0 To establish truck routes, and, except for local deliveries and pickups, to restrict truck traffic to routes designated.

8.3.1 The following routes will be established in the zoning bylaw:

8.3.2 Council

1. University Avenue
2. Grafton Street
3. Waterfront section of perimeter arterial, when constructed
4. North River Road (City limits to Belvedere Avenue)
5. Belvedere Avenue
6. Longworth Avenue
7. Riverside Drive
8. Prince Street (Water Street to Grafton Street)

8.4.0 To discourage long term meter parking by downtown employees and to enforce on-street parking regulations.

8.4.1 Construction of parking garages will provide additional parking spaces for downtown employees. Parking meter fees will be raised to at least the same level as parking garages and fines for violations increased. Policing of on-street parking will be increased.

8.4.2 Council
Downtown Business
Association

8.5.0 To classify City streets as arterial, collector and local, generally according to the Roads and Transportation Association of Canada (RTAC) standards and to use this as a guide in determining designated streets within the City.

8.5.1 Zoning bylaw will classify the streets as follows:

8.5.2 Council

Arterial:

University Avenue
Grafton Street
(University Avenue to
Hillsborough Bridge)
Waterfront section of perimeter
arterial (when constructed)
Longworth Avenue
Belvedere Avenue
Euston Street (Weymouth Street
to University Avenue)
Riverside Drive
Prince Street (Euston Street to
Waterfront Arterial)

Collectors:

Queen Street
North River Road
Spring Park Road
Euston Street (Weymouth Street
to North River Road)
Brighton Road
Nassau Street
Allen Street
Fitzroy Street (Rochford Street
to Prince Street)
Kent Street (Rochford Street to
Prince Street)
Kirkwood Drive
Rochford Street
Haviland Street
Grafton Street (Rochford Street
to University Avenue)
Water Street (Rochford Street to
Prince Street)
Richmond Street (Pownal Street
to Prince Street)

Local:

All others

8.6.0	To re-evaluate the feasibility of establishing a transit system in cooperation with the surrounding municipalities.	8.6.1	Through CARPB to review the practicality of a regional transit system.	8.6.2	CARPB
8.7.0	To investigate the feasibility of undertaking a long term sidewalking program in selected parts of the City.	8.7.1	Undertake an evaluation of existing sidewalks and needs in un-sidewalked areas; develop, adopt and implement a prioritized side-walking plan.	8.7.2	Council
8.8.0	To undertake a long term street reconstruction and/or paving program suited to the financial capability of the City.	8.8.1	Develop a reconstruction and/or paving plan which will use as guidelines for replacement: Arterials - 10-15 year cycle Collectors - 15-20 year cycle Local - 20 + year cycle	8.8.2	Council
8.9.0	If available, to acquire the CNR right-of-way from Grafton Street north to, at least, it's intersection with the perimeter arterial as a potential future transportation corridor. Until required for this purpose to develop it as outlined in the Recreation and Parks Section of this Plan.	8.9.1	Initiate discussions with CNR officials.	8.9.2	Council CADC
8.10.0	To maintain an active interest in the development of, and service levels at, the Charlottetown Airport.	8.10.1	Through the Airport Consultative Committee established by Transport Canada to monitor activities at the Airport and the level of service of air carriers.	8.10.2	Council
8.11.0	To maintain an active interest in the development of the port of Charlottetown with a view to expansion and improvement of port facilities and activities.	8.11.1	Initiate discussions with Transport Canada with a view to reviewing its port improvement plan.	8.11.2	CADC Chamber of Commerce

9. CITY DESIGN AND AMENITY

Introduction

It has often been said that a government cannot legislate taste. While this may be true Council can take certain steps to ensure that minimum standards are set respecting the appearance of the City, particularly since this is judged to be important to the future economic success of the City. In moving towards this objective the City can both lead by example, such as the restoration of City Hall and construction of the new Fire Hall, and by establishment of building standards and practices and other aspects of City design.

Two major civic projects are proposed in this plan. The construction of a civic square at the foot of Great George Street is an investment not only in the development of the heritage resource, but will also provide a focus of the same magnitude as the creation of the five squares in the original plan for the City. The second project is the relocation of the City garage to a more suitable site to lead in the strengthening of that part of the City as a residential area.

Other steps, which are largely a continuation of past undertakings, include establishing minimum construction standards and regulating signs to help create particular images of the City or parts of it. This latter example is no different than the steps undertaken by shopping center management to create appealing images to shoppers.

There are three major entrances to the City, University Avenue from the North, Longworth Avenue from the North East and Grafton Street from the East. Fortunately the presence of the University and Maryfield lands at the northern entrance have the potential for a strong positive image and require only measures to ensure that these lands are developed for institutional and residential purposes. In this regard Council will approach UPEI to discuss the future development of the University lands.

Visually, the eastern entrance to the City west contends with the presence of the Hillsborough Bridge and fortunately, at least, visually well maintained tank farms. In this area the development of the "Esso" parkland and an entranceway improvement scheme are proposed in the general area of the intersection of Riverside Drive, Grafton Street, the perimeter arterial and the bridge. A similar approach will be taken for entrance on Longworth Avenue.

The City has developed at a human scale of generally low rise buildings with few above three or four stories. Those that are above this height have generally been sited with setbacks which limited their bulk and, therefore intrusiveness. Council's intention is to retain the existing overall scale of the City as a main feature in promoting the development of the heritage resource and the continued revitalization of the downtown commercial and waterfront areas. To do otherwise would seriously threaten, not only the character of the City as an agreeable place to work and live, but also much of the future economic health of the City.

Finally Council recognizes that there are not only buildings of architectural and historic importance, but also streetscapes, (i.e groups of buildings along with the street itself) which constitute spaces of special importance. A preliminary list of these has been developed and Council will, in conjunction with residents, owners and business operators, develop streetscape plans to guide future development in these areas.

City Design / Business

Objectives

1. To ensure that the City remains, or is improved, as an attractive and excellent place of business and residential character.
2. To maintain or improve the image of the City in presenting a pleasant and memorable visitor destination area.

<u>Policy</u>	<u>Strategy</u>	<u>Lead Agencies</u>
It is the policy of City Council:		
9.1.0 To maintain the present scale of the City.	9.1.1 Zoning bylaw will set standard of building height, bulk and density	9.1.2 Council
9.2.0 To continue a program of improving street rights-of-way.	9.2.1 Prepare, adopt and implement a plan.	9.2.2 Council
9.3.0 To regulate signs.	9.3.1 See Signage section	9.3.2 Council
9.4.0 To promote upgrading of the major City entrances.	9.4.1 Prepare improvement plans for City entrances according to the following priorities: 1. Grafton Street entrance 2. University Avenue entrance 3. Longworth Avenue entrance	9.4.2 Council
9.5.0 To regulate building construction and maintenance.	9.5.1 a) Maintain building, fire and other construction codes b) Review unsightly properties and minimum maintenance bylaws	9.5.2 Council
9.6.0 To investigate the introduction of architectural standards.	9.6.1 a) Zoning bylaw b) Instruct the Town Planning Advisory Board to develop standards of architectural design for Council approval.	9.6.2 Council
9.7.0 To investigate the feasibility of burying overhead wires.	9.7.1 In cooperation with utility companies, determine the cost of removal of overhead wires.	9.7.2 Council

9.8.0 To preserve or enhance selected streetscapes.

- 9.8.1 a) Zoning Bylaw
b) Development of streetscape plans for the following unprioritized list:

9.8.2 Council

1. Water Street
2. Great George Street
3. Queen Street (south of Grafton)
4. Richmond Street (between Queen and Prince)
5. Pownal Street (south of Grafton Street)
6. Prince Street (south of Grafton Street)
7. Brighton Road
8. Euston Street (between North River Road and Prince Street)
9. University Avenue (between Euston Street and Grafton Street)

9.9.0 To encourage the use of appropriate landscaping as a means of mitigating negative visual impacts in commercial and industrial areas.

- 9.9.1 a) Zoning bylaw
b) Meet with specific property owners to discuss landscaping potential

9.9.2 Council

9.10.0 To develop a street lighting plan for the City.

- 9.10.1 Prepare, adopt and implement a street lighting plan

9.10.2 Council

10. SIGNAGE

Introduction

It is a truism to note that advertising pays. In a broad sense signage is a form of advertising including, in the private sector, the provision of information about goods and services. In the public sector the City itself provides street signs, traffic signs and, outside City Hall for example, an information sign for "Big Donald".

Handled well signage is an asset capable of creating a positive image within the City and Council will continue to encourage this. At some point, however, unmitigated signage can become unnecessary, intrusive and, in some cases, unsafe. Under these conditions signage may become negative creating an impression of urban banality or clutter. This would not serve the City well.

Currently the City regulates signage and proposes to continue to do so excepting in the interior of buildings. As opposed to the past approach, however, there will be an attempt to regulate signage by functional area as opposed to blanket regulations for the City. Council will also attempt to work out signage programs in commercial areas with the business community to reinforce positive images and ensure compatability with its objectives for the future development of the City.

Objectives

The objective of Council is:

1. To regulate signage in the interests of safety, the promotion of particular city themes and to create a balance between the need to provide information through advertising and unnecessary intrusion.

Policy

It is the Policy of City Council:

10.1.0 To recognize the need for, and value of, advertising of goods, services and establishments through signage and the varying requirements for advertising in different parts of the City. At the same time Council recognizes that, for reasons of safety, visual impact and meeting of other objectives of the City, signage requires regulation.

10.2.0 To limit signage regulation to those signs which are to be located on the exterior of buildings premises, or yards except when they are intended to be on the inside of exterior windows permanently or frequently.

10.3.0 To work in cooperation with property owners and tenants to develop and implement policies and plans for signage improvements in at least the following areas:

- a) the historic preservation area
- b) downtown area
- c) the highway commercial and general commercial area
- d) the industrial area
- e) the waterfront comprehensive development area

Strategy

10.1.1 Zoning bylaw standards will regulate signs according to the following criteria:

- a) the area in which the sign is to be located
- b) maximum sign sizes
- c) maximum number of signs
- d) sign locations and heights
- e) sign materials and illumination
- f) sign purpose

10.2.1 Zoning bylaw

10.3.1 Prioritize the list and direct the Town Planning Advisory Board to develop the plans for Council approval.

Lead Agencies

10.1.2 Council

10.2.2 Council

10.3.2 Council

10.4.0 Not to permit commercial advertising signs to be located on, or over, City owned property, except for awning signs located in the downtown area.

10.4.1 Zoning bylaw

10.4.2 Council

10.5.0 To recognize the need for and enable public information and regulatory signs to be placed on City owned property.

10.5.1 Zoning bylaw

10.5.2 Council

11. COMMUNITY SERVICES

Introduction

The City of Charlottetown provides and pays for the broadest range of services of any municipality in the region including several services which are provided by the Province in some other municipalities. The City has a long history of managing this range of services and in the process leading to the preparation of this Plan two important issues arose.

The first of these is related to the Province's municipal grants, municipal services and property tax policies. Council's view is that in combination these policies, in effect, mean that City residents must pay more for some services, such as roads and police, than others in the Province. This is reflected in the tax rates around the region and the Province. Council will continue to press for new policies at the Provincial level in this regard.

The second issue concerns the relocation of the City public works depot from its present location on Water Street. This will be undertaken with a view to redevelopment of the present site for residential purposes in order to add strength to the surrounding residential area.

Objectives

The objective of Council is:

1. To maintain or increase the level of community services, consistent with demand and the financial ability of the City to provide these services including police, fire, sewerage, water, solid waste management and public works.

Policy

It is the policy of City Council:

11.1.0 To maintain or improve upon, consistent with the financial capability of the City, the current levels of service respecting delivery of police, fire, sewerage, water, garbage collection and public works.

11.2.0 To relocate the public works garage to a new location and redevelop the existing property for residential purposes.

11.3.0 To continue to address Provincial property tax policy.

Strategy

11.1.1 Strategy is dependent on application of policies on regional cooperation.

11.2.1 Undertake a study of existing and future public works requirements and alternative locations for a new public works garage.

11.3.1 Ensure that this matter is discussed with the Province.

Lead Agencies

11.1.2 CARPB

11.2.2 Council

11.3.2 Council

12. RECREATION AND PARKS DEVELOPMENT

Introduction

The original plan for Charlottetown recognized the importance of providing for open space and parks and for prominent locations for institutions. In keeping with the plan Queen's Square, the most prominent institutional block in the City, and the Province, was and is, a major focus of the City from all four directions. In addition the four squares were created for recreation and open space purposes and to offset the density of the small lots dictated by the requirement for pedestrian movement for most people between places of business and residence. Also created in the original plan was Victoria Park which has come to serve not only the City, but the region as well.

Since that time Councils have acquired and developed other recreational areas within the City, most recently Simmonds Field, Queen Elizabeth Park and other smaller but important areas. The largest deficiency in public open space and recreation lands is in the southeastern part of the City. Development of a facility in this area is a high priority for Council.

The City has a high proportion of senior citizens in relation to the region as a whole and, indeed, compared to the Country. Council will attempt to address this continuing change through it's programming and investigation of the feasibility of a senior citizens recreation complex. Not only will this round out the present recreation program but may also function as an attraction for the City as a desirable place of residence for senior citizens. Senior citizens, require specialized services and shopping and access to them. This leads to a strategy of development of senior citizens housing near the downtown area. This also implies a continuation of the transit link to the Queen Elizabeth Hospital and specific destinations in the City.

The Forum is now approaching its 60th year of operation and is in need of replacement. The opportunity in this regard is the development of a regional arena in connection with the 1991 Canada Winter Games. The Forum will then be disposed of or redeveloped.

Some of the neighborhood recreation land base has been required as a result of the City's past requirement for recreation land, or a monetary contribution, in connection with subdivision. A good example is the dedication of approximately four acres of prime recreation area in connection with Skyview Park in the City's northern end. This practice will be continued in the future.

The CNR right-of-way runs parallel to the City's boundary with Sherwood and Parkdale reentering the City near the northeast corner. Should this right-of-way not be required for railway purposes, Council will attempt to acquire it as a long term transportation corridor and for joint municipal development, in the short to medium term, as a recreation corridor to be linked with Hermitage Creek and the eastern bank of the North River south to Queen Elizabeth Park. The prospect of undertaking this recreational initiative jointly with West Royalty, Sherwood and Parkdale will be explored.

From 1976-85 the City, along with the other municipalities in the region, made use of the East Royalty Landfill Site for refuse disposal. The agreement covering operation of this site (the "7 Party Agreement") provided for, in general terms, the redevelopment of the site for regional recreation purposes following closure of the site. Under this Agreement the City gave the right of first refusal to purchase the land to an acceptable third party with the capacity to develop it for regional recreation purposes. This matter is being examined by the CARPB and CADC jointly with the Community of East Royalty and the City.

Objectives

The Objectives of Council are:

1. To continue to acquire and develop lands for recreation and parks development.
2. To broaden the range of recreation activities available within the City and the region.

PolicyStrategyLead Agencies

It is the Policy of City Council:

12.1.0	To recognize the importance of the four squares (Hillsborough, Connaught, Rochford and King) and to continue to encourage their use for predominatly passive recreation activities.	12.1.1	Prepare detailed plans for combined passive/active use of squares with passive predominating.	12.1.2	Council
12.2.0	To ensure that the four squares are surrounded by residential and institutional buildings and land uses.	12.2.1	Zoning bylaw	12.2.2	Council
12.3.0	To place additional emphasis on recreation programs for senior citizens.	12.3.1	Prepare a facilities and programming plan with increased emphasis on senior citizens activities.	12.3.2	Council
12.4.0	To establish a new arena as a replacement for the Forum to serve the needs of the City and the Region.	12.4.1	Develop a 3000-4000 seat arena in connection with 1991 Canada Winter Games. The facility requirements and design will take into account the prioritized needs and mandates of the potential users within the City and the Region. Council will investigate the possibility of cost sharing its portion of the capital and operating costs of this new facility with other municipalities. Following construction of the new facility the Forum will be disposed of or redeveloped.	12.4.2	Council CARPB
12.5.0	To establish new recreation areas and parks.	12.5.1	a) Establish new facilities as follows: i) develop Orlebar Park as a neighborhood recreation facility;	12.5.2	Council

ii) develop "Esso" Park and the surrounding area as a combination tourism, parking area, rest area and neighborhood park facility. This will be done in conjunction with the improvement plans for the City entrances noted elsewhere in this plan.

iii) develop Skyview Park as a neighborhood park facility.

iv) at the appropriate times acquire and develop:

a) the CNR right-of-way if it is no longer required for rail purposes.

b) land adjacent to the North River and Hermitage Creek.

Council will explore cost sharing of this corridor with Parkdale, Sherwood and West Royalty.

c) land for a new neighborhood park in the south eastern part of the City.

12.6.0 To promote the development of a waterfront park and marina in conjunction with the continued re-development of the waterfront area.

12.6.1 See section of Waterfront Development.

12.6.2 Council

- | | | | | | |
|---------|--|---------|---|---------|-----------------|
| 12.7.0 | To investigate the possibility of a regional parks system for the Charlottetown area which includes Victoria Park, the East Royalty former landfill site and a new major park in the western part of the region with Southport Provincial Park to serve the south part of the region | 12.7.1 | Initiate, through CARPB, discussions with its member municipalities respecting the creation of a regional parks system whose capital and operating costs would be shared by the region as a whole. | 12.7.2 | CARPB |
| 12.8.0 | To investigate and if feasible promote the development of a senior citizens recreation centre. | 12.8.1 | Carry out a study of the need and feasibility of establishing a centrally located senior citizens recreation centre. | 12.8.2 | Council
CADC |
| 12.9.0 | To establish, at the option of Council a 10% land requirement for park dedication in subdivisions or to require a contribution of 10% of the assessed value of lands subdivided. | 12.9.1 | Prepare a subdivision bylaw with appropriate provisions. | 12.9.2 | Council |
| 12.10.0 | Adopt as a guideline a standard for developed parkland of 8.0 ac/1000 population. | | | | |
| 12.11.0 | To cooperate with other municipalities in establishing the former East Royalty Landfill site as a regional recreation facility. | 12.11.1 | This matter falls under the Seven Party Landfill Agreement under which CARPB and CADC have undertaken to prepare a plan for redevelopment of the site. The City incurred certain obligations as a result of this agreement which it will discharge as provided for. | 12.11.2 | CARPB
CADC |
| 12.12.0 | To review the City's recreational and vacant property holdings. | 12.12.1 | Prepare a statement of the holdings their current usage and other pertinent information with a view to developing plans and policies for them. | 12.12.2 | Council |

13. PRIMARY AND SECONDARY EDUCATION

Introduction

Since the early seventies primary and secondary education has been the responsibility of the Provincial Department of Education and the Unit 3 School Board. At the time of the inception of the school consolidation program the physical plant in the City was transferred from the City to the Province at nominal cost.

With a declining population in the City and some significant changes in its age structure the opportunity to bus students from other parts of School Unit 3 into City schools was capitalized on. This has made better use of the existing physical plant and permitted the construction of new consolidated schools in other parts of the region.

There is a growing belief within the City, shared by Council, that plans should now be discussed, developed, and implemented to replace or upgrade some facilities within the City. A second issue respecting the current school bussing policy has been raised. To these ends Council will appoint an Education Committee to address these issues and to improve communications amongst the parties.

Objectives

1. To promote the upgrading or replacement of the primary and secondary school system physical plant available to residents of the City.
2. To ensure equity in service levels to the City's school population.

Policy

It is the policy of City Council:

- 13.1.0 To initiate discussions with the Unit 3 School Board and the P.E.I. Department of Education in order to develop a plan for upgrading and/or replacement of City Schools.
- 13.2.0 To request that the Unit 3 School Board bussing policy be amended to include bussing of City students beyond distances established for bussing of other students.
- 13.3.0 To cooperate with the Unit 3 School Board respecting continued and, where feasible, expanded use of school facilities for community purposes.

Strategy

- 13.1.1-13.3.1 An ad hoc Education Committee of Council will be created to consult with the Unit 3 School Board and other interested persons or groups.

Lead Agencies

- 13.1.2-13.3.2 Council

14. REGIONAL COOPERATION

Introduction

Within the Charlottetown Region's primary trade area of approximately 40,000 persons there are 19 independent, but, at the same time interdependent, municipalities ranging in size from the City of Charlottetown with approximately 15,300 persons to the Community of Union with a population of just over 200. Together these municipalities make up one small metropolitan area. As such the decisions of one municipality can clearly have a direct influence on others. This extends to include decisions on development initiatives and aspirations and the types of services, and their levels, provided by municipalities.

The Province of Prince Edward Island also plays a significant municipal role in the delivery of services since it provides services which are traditionally within the purview of municipalities including, for example, street maintenance and snow removal, except in the City and Parkdale. The Province collects property tax at the rate of \$.75/\$100. of assessment and \$1.50/\$100 of assessment for non commercial and commercial properties respectively.

The Charlottetown region experienced, in the 1970's, it's fastest period of growth in recent history. Formerly rural areas have become increasingly suburban or urban in character. As is the case elsewhere this phenomenon has brought with it an increasing demand for urban services including sewer and water service, street lighting, recreation and public works. A partly unanswered set of questions has emerged respecting the practicality of municipalities providing services on a joint basis. This is an area which requires continuing attention.

Charlottetown is limited in physical size and the development patterns which have emerged have seen changes in its economic function, particularly in the downtown area's retailing and service functions. Some new and traditional functions have expanded and emerged in municipalities outside of the City. While the direct benefits of this development have accrued to others the City has benefitted and will continue to do so in the future just as the continuation of a strong role for the City as an economic

generator is of importance to the surrounding municipalities. The challenge of the 80's and 90's for Charlottetown and the capital region is to develop the means of continuing to expand the economy and provide the resulting necessary municipal services on a cost effective basis.

Presently the municipal structure of the region includes the Charlottetown Area Regional Planning Board, a voluntary organization made up of 11 of the region's municipalities including the City. The Board operates under the Planning Act which does not accord regional approaches to planning and development a strong position. Council's view is that this should be changed to ensure that regional development and municipal services decisions are better coordinated than has been the case in the past.

Objectives

1. To increase the level of cooperation amongst the regions municipalities in development and service delivery decisions.
2. To strengthen formal and informal regional decision making.

Policy

It is the policy of City Council:

14.1.0 To increase efforts to cooperate and communicate with the municipalities in the region.

14.2.0 To increase efforts to cooperate and communicate with the Provincial and Federal Governments.

14.3.0 Through the CARPB to continue to study and evaluate the feasibility of providing services on a regional basis with other municipalities in the region.

Strategy

14.1.1 a) Continue to support CARPB and through it to improve relations with the other municipalities in the region.

b) Request that CARPB endorse this plan.

14.2.1 Set up regular meeting processes with Provincial and Federal representatives at both the political and staff levels.

14.3.1 Specifically request that CARPB undertake the following:

a) In cooperation with the Charlottetown Water Commission and the Charlottetown Area Pollution Control Commission, re-open discussions on a single regional sewer and water utility to service the region.

b) Re-evaluate the feasibility of a regional transit system.

c) Undertake feasibility studies of providing the following services regionally:

- i) fire
- ii) development control
- iii) recreation
- iv) garbage collection

Lead Agencies

14.1.2 Council

14.2.2 Council

14.3.2 Council
CARPB

14.4.0 To promote the continued development of the economy of the Province as a whole and in particular the primary and secondary market areas of the City and the region.

14.4.1 a) Establish a Development Committee of Council with non voting ex-officio representation from at least the following:

- i) CARPB
- ii) CADC
- iii) Chamber of Commerce
- iv) CAIC

14.4.2 Council

The specific terms of reference of this Committee will be to monitor changes in the regional economy and seek out and ensure the implementation of opportunities for economic development.

14.5.0 To strengthen the regional planning function in the region

14.5.1 Support the preparation, adoption and implementation of a regional development strategy.

14.5.2 Council
CARPB

15. IMPLEMENTATION AND CITY ADMINISTRATION

Introduction

This plan is markedly different from its predecessor. The last City Plan, adopted in 1980, was largely geared to deal with the high priority assigned to improving the City's approach to the regulatory aspects of development, mainly through a new zoning and development bylaw. The Council of that day gave this aspect of implementation a priority in administration as well as policy and a good deal has been accomplished.

This plan seeks to maintain or improve the City's regulatory function in development and, as well, to begin to develop a more comprehensive approach to Council's involvement in the process of development. An important implication of this change in direction is the requirement to bring more of the City's resources to bear on development in the City, and the region as a whole, insofar as the City is affected by development decisions within it. This means making use of the City's fiscal tools, the time and talents of the City administration and many groups, organizations and individuals. Specifically a requirement for implementation of this plan is the creation of additional planning and development capability for the City. The amount of time required and the specialized nature of the assignments, along with the need to react quickly to opportunities or problems and changing conditions make it appropriate and efficient to establish this capability in a line function, either in cooperation with other municipalities or as a line department of the City under the direction of the proposed Development Committee of Council. This Committee is in addition to the Town Planning Advisory Board which will continue to act as a committee of adjustment advising Council on regulatory matters and individual applications or matters which are referred to it. In addition to the existing committee structure within the City two other committees are necessary for implementation of this plan, one for education and one for transportation, parking and traffic. These will work in concert with other committees and staff but with different mandates and areas of

responsibility.

A familiar and reasonable question concerns the cost of implementing a plan. Some of these costs are clear; a full time planning capability will cost the City money annually just as other civic functions do. However this is money well spent provided it means that opportunities will be capitalized on, problems solved, mitigated or averted and the City's and the region's economic and social well being are generally enhanced. The City has, as well, existing agencies on which it can continue to draw including the Charlottetown Area Industrial Commission to further its industrial aspirations, the Greater Charlottetown Area Chamber of Commerce and Downtown Business Association both of which have important roles to play as does the private sector, Provincial and Federal Departments and agencies and the Charlottetown Area Development Corporation (CADC), which can bridge the gap between the private and public sectors when appropriate action is necessary.

Plans that do not remain up to date are not only of limited value, they can become obstacles to development under changed conditions, or they can lead in the wrong direction as conditions change. For this reason as well as for purposes of evaluation this plan must be monitored and kept timely. This should be done on an ongoing basis and would constitute one important function for the City's administration. A periodic formal review is also a sound idea and is intended not later than five years following adoption. This should not, however, be regarded as an impediment to proposals to amend the Plan at any time.

Policy

It is the policy of City Council:

15.1.0 To implement this plan over an initial five year period under the general direction of Council, through a combination of legislation and bylaws, City administration, including the City's Town Planning Advisory Board, the Heritage Review Board, and the Charlottetown Water Commission, assistance to and from community groups and organizations, City fiscal policy, cooperation with and assistance from existing agencies including those of the Federal and Provincial Governments, the Charlottetown Area Development Corporation, and the Charlottetown Area Regional Planning Board, and in cooperation with other municipalities and without limiting the generality of the foregoing to:

- a) establish full time planning and development capability to:
 - i) manage the City's development controls;
 - ii) initiate implementation of the plan including preparation of detailed plans;
 - iii) maintain and update this plan;
 - iv) set up a development information system and maintain it;
 - v) liase and coodinate projects with other agencies and departments;
 - vi) advise Council and it's Committee and Boards;
 - vii) report to Council on bylaw amendments and major development proposals;

viii) deal with other matters specifically referred to it;





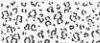


- b) Establish a five year capital budgeting and programming plan.
- c) to establish new Committees of Council, supported by staff, for:
 - i) transportation (including transit), traffic and parking
 - ii) education
 - iii) development
 - iv) Policy, legislation and tendering.
- d) Continue the Town Planning Advisory Board and the Heritage Review Board and prepare specific terms of reference for each.
- e) Prepare an annual statement of implementation steps to be undertaken in that year and a forecast of probable implementation steps for the two subsequent years.
- f) prepare, adopt and implement a zoning, and development bylaw.
- g) prepare, adopt and implement such other bylaws as may be necessary for the purposes of this plan.

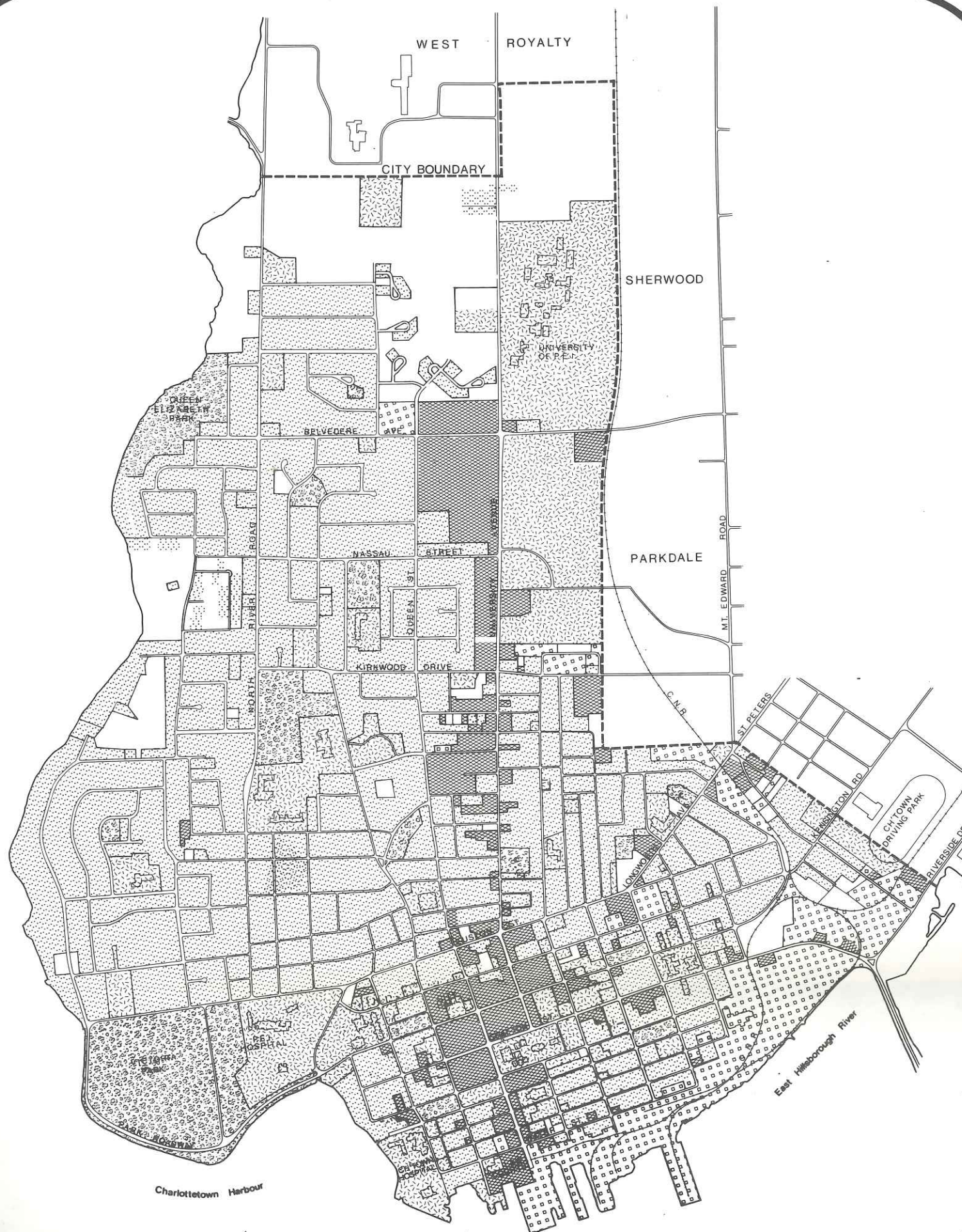
15.2.0 This plan will be reviewed as required or directed by Council with a major review to commence not later than five years following adoption.

15.3.0 This plan may be amended in accordance with the procedures established for the amendment of bylaws of the City of Charlottetown.

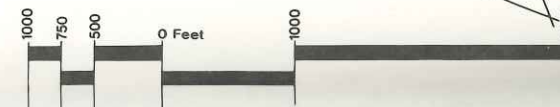
City of Charlottetown Plan

Existing Land Use 1985

-  Residential
-  Commercial
-  Institutional
-  Industrial
-  Recreational
-  Cemeteries
-  Vacant



Scale



Prepared By: The Charlottetown Area Regional
Planning Board
Date June 1987

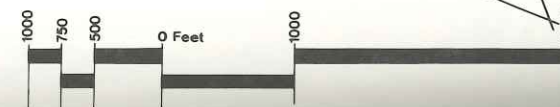
Map No. 1

City of Charlottetown Plan

Areas for Future
Residential Development
 New Development



Scale



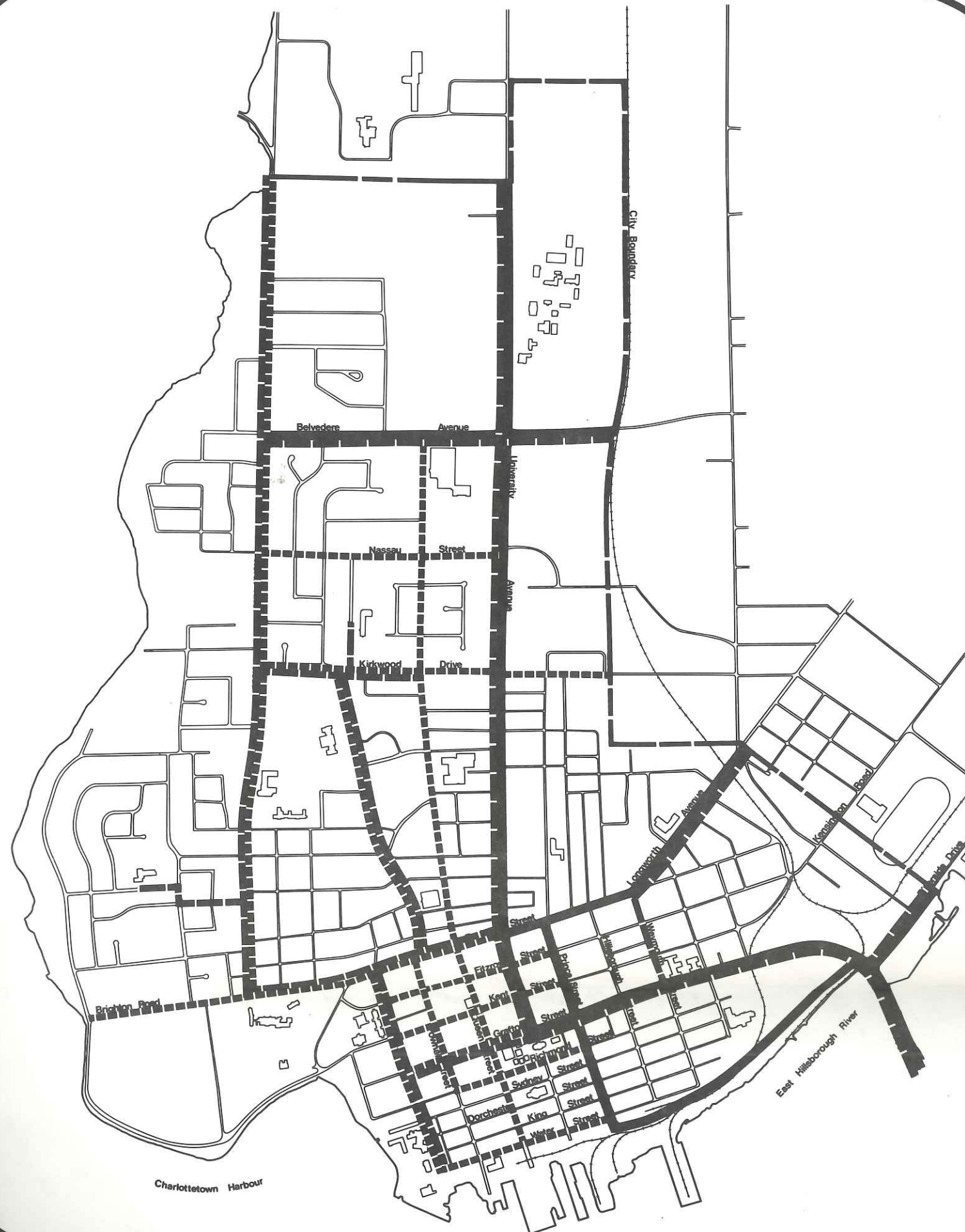
Prepared By: The Charlottetown Area Regional
Planning Board
Date June 1987

Map No. 2

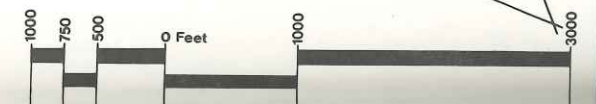
City of Charlottetown Plan

Street Classification

-  Arterial Street
-  Collector Street
-  Local Street
-  Designated Street



Scale








Prepared By: The Charlottetown Area Regional
Planning Board
Date June 1987

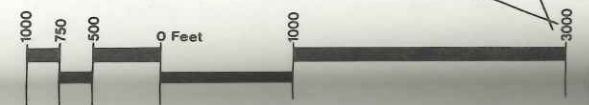
Map No. 3

City of Charlottetown Plan

Parkland and Recreational Facilities

-  Existing Parks
- ▲ Tennis Court(s)
- ▼ Playfield(s)
- Ballfield(s)
- ◆ Playground
- Arena
- Pool
-  Potential Recreation Corridor
-  Future Parks (Generalized Sites)
-  Future Parks (Specific Sites)
- District Boundary
-  District Facility Deficiencies

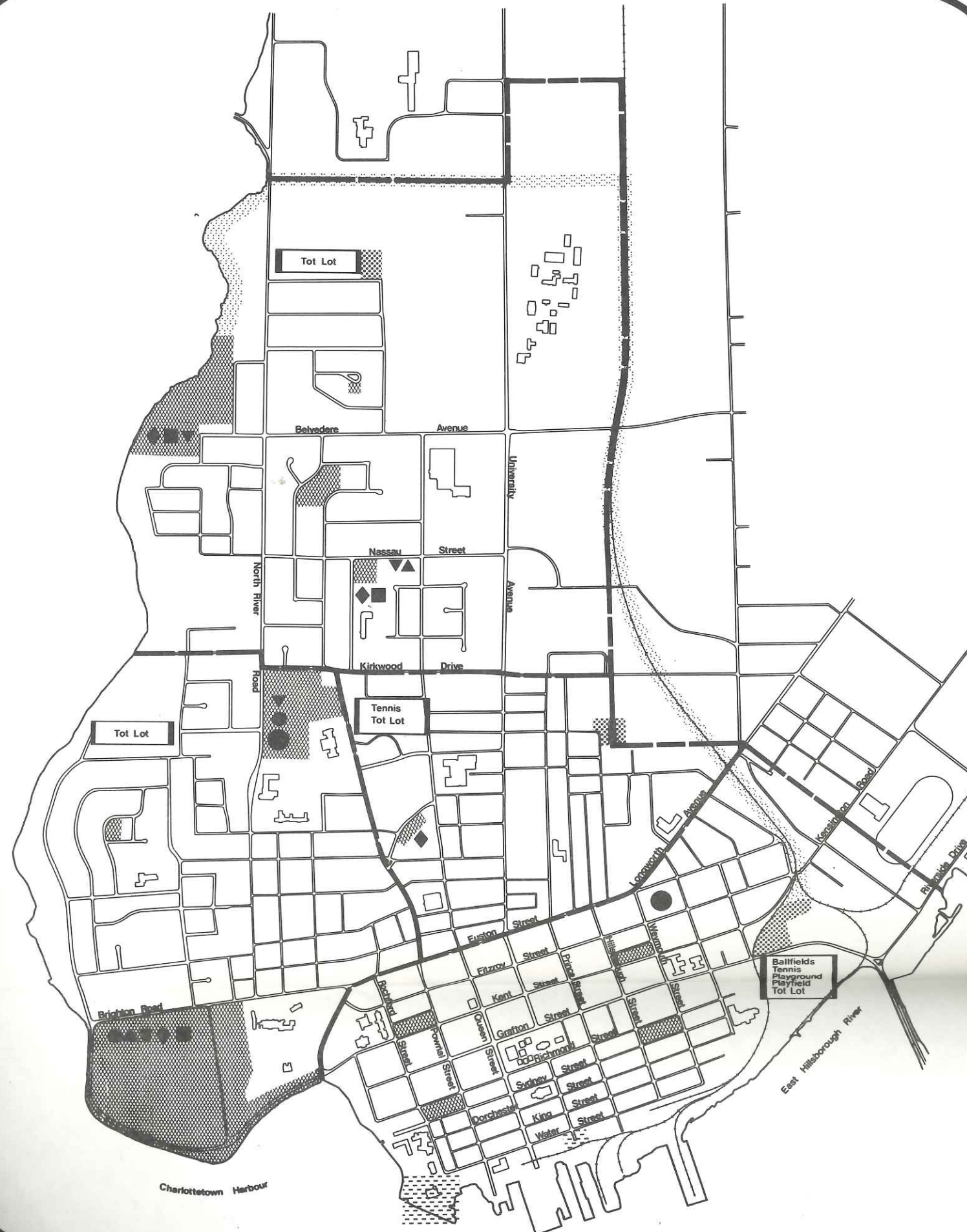
Scale



Prepared By: The Charlottetown Area Regional
Planning Board

Date June 1987

Map No. 4

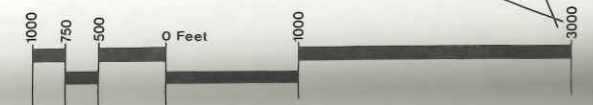


City of Charlottetown Plan

Development Concept

Note: This map indicates a general approach to future development of the City. It is not intended to be interpreted on a specific property basis.

Scale



Prepared By: The Charlottetown Area Regional
Planning Board

Date June 1987

Map No. 5

